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Country programme document for Panama (2016-2020)

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I. Programme rationale

1. Panama has positioned itself as a country of high human development, riding on the wave of one of the highest rates of economic growth in the world during the last decade (8.4 per cent average annual growth of gross domestic product (GDP) between 2004 and 2013).[1] Its Human Development Index (HDI) of 0.765 places it 65 of 187 countries, behind only Chile, Cuba, Argentina and Uruguay in Latin America. Its economic activity continues to be strong (+7 per cent GDP, 2014) with a model centred in services, infrastructure provision and construction. The economic outlook, including direct investment and public expenditure, presents favorable forecasts for the short and medium term, although at slightly lower rates because of global economic downturn and budgeting shortfalls.

2. Economic growth led to significant reductions in the poverty level (from 33.4 per cent in 2009 to 25.8 per cent in 2013,) and in extreme poverty (from 15.3 per cent in 2009 to 10.6 per cent in 2013).[2] However, the benefits of such growth, undiversified and concentrated in just 7 per cent of the country's territory,[3] were unevenly distributed, resulting in Panama now being one of the most unequal countries in Latin America (7 of 17)[4], with a Gini coefficient of 0.531[5] and an inequality-adjusted HDI ranking of 83 (0.588). Targeted interventions are needed to address this central development challenge, tackling socioeconomic exclusion of vulnerable groups manifested through shortfalls in productive employment and dignified livelihoods;[6] inadequate coverage and quality of public services; greater victimization and lesser access to justice; meager public participation; and higher burdens from unsustainable environmental practices. Such disparities are reflected in the country's Millennium Development Goal achievement record, which is mixed. While good progress has been made in poverty reduction (Goal 1) and access to education (Goal 2), Panama will not achieve targets for reduction of child mortality (Goal 4), maternal health (Goal 5) and HIV/AIDS (Goal 6), and unmet targets will remain under gender equality (Goal 3) and environmental sustainability (Goal 7).[7]

3. Among vulnerable groups, the inequalities and deprivations experienced by women and indigenous people deserve special attention: the former because of their share of the population, the latter for their extreme exclusion. Panama ranks 107th in the 2014 Gender Inequality Index, reflecting significant gender disparities in economic inclusion,[8] political participation[9] and physical safety.[10] Indigenous peoples experience dramatic exclusion, with 98.4 per cent under the poverty line (90 per cent of which in extreme poverty); and access to all basic services well below national averages[11]. This situation, coupled with the lack of formal mechanisms for dialogue with the State, has contributed to serious conflicts. A Vice-Ministry for Indigenous Affairs was created only in 2012.

[1] Millennium Development Goals: Fourth Report of Panama (2014).
[2] Government Strategic Plan (*Plan Estratégico de Gobierno* (PEG) 2015-2019, December 2014.
[3] Draft United Nations Development Assistance Framework (UNDAF) Panama 2016-2020; February 2015.
[4] Latin America and the Caribbean is itself the most unequal region in the world.
[5] United Nations Economic Commission for Latin America and the Caribbean (ECLAC) Statistical Yearbook 2013.
[6] The official unemployment rate is 4 per cent but informal employment stands at 39 per cent and underemployment at 14 per cent (Fourth MDG report).
[7] Fourth MDG report, op.cit.
[8] Rates of economically active population: 49 per cent among women (80 per cent men).
[9] Women hold 18 per cent of elected posts, 2 of 14 ministries, no justices in the Supreme Court (United Nations Country Team Situation Report, 2014).
[10] 1 per cent of pregnancies before age 15; 44 femicides in 2013 (population 3.7 million), compared with Uruguay (27 /3.3 million) and Chile (40 / 18 million), according to Latin-American Judicial Journalists Network.
[11] PEG, op.cit.

4. Access to basic services, particularly water and sanitation, electricity, public transportation, solid waste management and justice and security services, is a challenge overall, with poor and vulnerable groups disproportionately affected. In 2013, only 70 per cent of people were served by waste water treatment and 66 per cent by solid waste management.[12] Problems include significant variability in quality and continuity, undifferentiated costs for different segments of the population and lack of user participation in decision-making. Urban poverty concentrated in slums and widespread rurality aggravate these problems, due to improperly managed services and lack of access, respectively. Strong government centralization of the management of basic services does not help to mitigate issues, and the 2009 Decentralization Law has yet to be implemented.

5. While there have been free and competitive elections throughout the past 25 years, political institutions, such as the National Assembly, do not reflect the great diversity of Panamanian society. Women hold only 8.5 per cent of congressional seats and civic participation in governance, whether in relation to public policies, institutional reforms or government accountability, is scarce. Lack of access to quality public information breeds mistrust in government institutions and makes objective knowledge of achievements difficult, even affecting their sustainability.[13] Increasing levels of violence and barriers to justice undermine public confidence in the security sector, with surveys indicating that 80 per cent of the population feels insecure and 20 per cent have been victimized by crime.[14] The upsurge in corruption cases in recent months (including high-ranking officials of the previous administration) underlines the need to strengthen governance and bring citizens closer to public institutions.

6. Panama is one of the most biodiverse countries in the world and its forests are of critical importance for global conservation. Panamanians benefit mainly in indirect ways (e.g., water provision) from this natural wealth; and the share of GDP linked to sustainable natural resources management (e.g., ecotourism) is a mere 3.5 per cent.[15] Environmental sustainability is not adequately incorporated into the national agenda, particularly in the economic model. Inadequate consultation processes and incomplete valuation of the socio-environmental impacts of investment projects have led to social conflicts. The approach to climate change and geological-environmental risks is not comprehensive, leaving short- and medium-term vulnerabilities on access to water and electricity, soil degradation and floods.

7. UNDP support has led to significant development advances.[16] Citizen security policies took on a prevention approach, with measures such as formation of a National Committee Against Violence to Women and reduction of prevalent repressive measures. Facilitation of state-society dialogues, such as the sensitive process of the National Roundtable for Indigenous Peoples, helped build trust. Technical support for the transition between administrations after the 2014 elections led to improved capacities in strategic planning and programme implementation in various ministries.

8. Further advances are needed. Lessons learned in the past cycle, incorporated into the design of the proposed programme, indicate the need to increase programmatic focus, unlock potential synergies among interventions and make better use of monitoring and evaluation as technical and policy advocacy tools for the country office. For instance, interventions to benefit youth, ranging from participatory processes towards a youth

[12] PEG, op.cit.
[13] National Concertación Process and Indigenous Development Plan.
[14] Panamanian Chamber of Commerce study (2013).
[15] National Accounts System-INEC.
[16] Final Evaluation Report, Panama country programme 2012-2015.

development agenda to specific on-the-ground actions with local networks and community leaders, did not clearly articulate a policy outcome for this important population segment, and results remained isolated. A national Human Development Report (NHDR) on youth and early childhood was not used sufficiently as an advocacy tool.

II. Programme priorities and partners

9. The Strategic Governance Plan 2015-2019 (*Plan Estratégico de Gobierno* (PEG)), articulates an integrated vision of 'One Single Country,'[17] and proposes a number of strategies "... in order to grow more and better, with more fairness, balance, environmental sustainability, and with greater social, ethnic, cultural, and territorial integration and cohesion",[18]

10. To help realize this vision, the proposed country programme focuses on inequality reduction and institutional capacity strengthening, articulated over main four areas. Gender equality, risk management and resilience building are integrated as cross-sectoral elements. The operational framework of the programme responds to PEG priorities, is structurally linked to the United Nations Development Assistance Framework (UNDAF), aligned with the UNDP Strategic Plan and will be consistent with the post-2015 global development agenda.[19]

11. While most of the interventions described in the programme framework are aimed at direct changes in public services and function (e.g., coordination of public services, increased efficiency of the judicial system), a significant set of them intend to effect policy changes. These include: (a) research/information to inform policymaking (e.g., social services); (b) enabling public participation (including for accountability) for institutional reforms and policy incidence (e.g., prevention of gender-related violence); and (c) the incorporation of decentralization into various policy areas, e.g., disaster response and management.

12. Several types of interventions are common to all programme areas, related to: (a) advanced data/information management capabilities for development; (b) the articulation and enabling of citizen participation as a key driver of change; and (c) institutional strengthening as a pillar for better management of public goods. They not only are part of all four programme areas, but also influence each other: quality information is the basis for effective development action by public entities or the citizenry, while strengthened institutions and a participatory citizenry support each other in a democratic governance regime.

Area 1. Basic services

13. Increasing the quality of and equitable access to basic services is a national priority. UNDP has traditionally been a strategic partner to the Panamanian Government for the equitable provision of these services, and in the new programme will take on a multidimensional approach, reflected in three lines of work: (a) institutional support to national entities; (b) extension of services to a particularly deprived population group (indigenous peoples); and (c) research leading to new knowledge and innovative approaches.

14. UNDP will work with UNFPA and the United Nations Children's Fund (UNICEF) to increase the Social Cabinet's capacities for coordinated implementation of inclusive public

[17] 'One Single Country' ('*Un Solo País*') is in fact the title of the PEG report.
[18] PEG, p.9.
[19] The formulation of the PEG took earlier drafts of the sustainable development goals into account.

policies, generate higher efficiencies and improve response to the population's needs. Support will ensure that robust evidence permeates decision-making (including for disaster vulnerability and risk factors), though integrated information systems and updated service provision information, working with specialized institutions such as the National Secretariat for Science, Technology and Innovation (*Secretaría Nacional de Ciencia, Tecnología e Innovación* (SENACYT)), as well as experiences from South-South cooperation.

15. UNDP will strengthen institutional capacities of specific cabinet agencies, including the Ministry of Social Development (*Ministerio de Desarrollo Social* (MIDES)); the National Council for Sustainable Development (*Consejo Nacional de Desarrollo Sostenible* (CONADES)) for water and sanitation; and the Ministry of Health (*Ministerio de Salud* (MINSA)), in relation to HIV/AIDS and tuberculosis.

16. The PEG incorporates measures to accelerate development in indigenous territories, expand access to basic services and reduce extreme poverty. UNDP will support implementation of the Integrated Development Plan for the Indigenous Peoples by strengthening programmatic and territorial management capacities of the general councils of the 12 indigenous territories in Panama, and involving communities in participatory monitoring measures.

17. The UNDP multi-year research agenda will support data disaggregation for vulnerable groups, including multidimensional poverty data and instruments and analyses in upcoming NHDRs. In collaboration with SENACYT, the Agency for Governmental Innovation (*Autoridad de Innovación Gubernamental* (AIG)) and the Association of Panamanian Cities (*Asociación de Municipios de Panamá* (AMUPA)), UNDP will also promote innovation in local development processes/tools by piloting open municipal information platforms, based on citizen participation, that promote crowdsourcing of data and information to complement official sources, including about local vulnerabilities and risk abatement measures.

Area 2. Voice and democracy

18. The Government recognizes that in order to improve democratic governance it is necessary to undertake reforms that involve public participatory processes. UNDP will support the Government in its objective of increasing public involvement in institutional reform and public policy revision through a three-dimensional approach: (a) institutional capacity development; (b) public participation processes; and (c) transparency and accountability mechanisms.

19. UNDP will work with the Ministry of Government (*Ministerio de Gobierno* (MINGOB), the Office of the Presidency and the Ministry of Foreign Affairs, among others, to provide technical support for initiatives to modernize state operations (e.g., results-based management systems) and to implement institutional reforms (e.g., reform of the prison system). It will support revision of the current decentralization legal framework and roll-out of the Decentralization Law (including assessment of municipal capacities for delivery of some basic services or for responding to natural disasters). UNDP stands ready to provide support whenever a Constituent Assembly is convened, including through framework design, provision of best practices and fomenting South-South cooperation.[20] Capacities of the new Vice-Ministry for Multilateral Affairs and Cooperation will be developed, supporting cooperation with Central America and the wider region.

[20] The Constituent Assembly is contemplated in the PEG, although the political climate and calendars generate some uncertainty about its launch.

20. UNDP will promote proactive citizen participation in public policies and institutional reforms, both in the above-mentioned processes and others such as the *Diálogos* with indigenous groups, future phases of the *Concertación*[21] and in the reform of the public health system. With academic sectors, civic organizations and the United Nations country team (UNCT), new spaces for open participatory models will be piloted, including intersectoral coordination mechanisms such as the National Committee Against Violence Against Women, and the National Commission for HIV. In addition, UNDP will contribute to further research on political participation and advocacy of priority groups, especially women.

21. Efforts to increase transparency of public institutions will include support to public accountability and citizen oversight mechanisms. In partnership with public bodies such as the National Authority of Transparency and Access to Information (*Autoridad Nacional de Transparencia y Acceso a la Información* (ANTAI)), the Ombudsman, observatories and other social organizations (including through South-South cooperation),[22] UNDP will work to expand availability and quality of public information, and will promote access and concrete use for citizen oversight.

Area 3. Security and justice

22. The prevention of and response to violence and the access to justice and citizen security are an integral part of a national priority ('delivery of justice and security') included in the PEG.

23. UNDP will support provision of justice and citizen security services, with a focus on human rights and cultural diversity. UNDP will provide technically assistance for judicial system reform that increases efficiency and reduces delays in the administration of justice, in partnership with the National Court of Justice, Ministry of Security (*Ministerio de Seguridad Pública* (MINSEG)) and MINGOB. It will also strengthen capacities of agencies responsible for addressing violence and citizen security (MINSEG, Ombudsman and the President's Secretariat of Prevention) to implement prevention and response policies, with a particular focus on curbing sexual and gender-based violence. Capacity development will include improving information management with the Integrated System of Criminal Statistics, in partnership with civil society institutions, schools, the private sector[23] and other UNCT members. Experiences from the Central American Integration System will be taken into consideration from a subregional perspective of South-South cooperation.

Area 4. Sustainable development

24. The PEG reflects the Government's intention to adopt a development model that is sustainable and resilient. The multidimensional interventions of UNDP will integrate work on environment and energy policy/information with strategies for job/livelihood creation connected directly to environmental sustainability. Overall, the aim is to 'take the environment outside the environment' and into the core of development policies.

25. UNDP will strengthen capacities of environmental institutions, especially the new Ministry of Environment (*Ministerio de Ambiente* (MAM)). A specific focus will be on fulfilling national commitments to international environmental conventions/treaties on biodiversity and climate change, the Montreal Protocol and Minamata Protocol on Mercury, among others. Together with the Food and Agriculture Organization of the

[21] A multi-stakeholder mechanism for policy-oriented consensus making. UNDP worked on the first stage of the *Concertación* (2012-2013).
[22] Experiences in the region through ECLAC and the Regional Action Plan on the Information Society (eLAC).
[23] As the Observatory on Security of the Chamber of Commerce, Industry and Agriculture of Panama.

United nations (FAO), the Ministry of Agriculture (*Ministerio de Desarrollo Agropecuario* (MIDA)), the Agricultural Research Institute of Panama (*Instituto de Investigación Agropecuaria de Panamá* (IDIAP)) and producer associations, UNDP will promote productive activities that are respectful of biodiversity stocks within the National Biodiversity Strategy. With MINSA, it will support interventions to curtail the use of ozone-depleting substances and persistent organic pollutants.

26. With the MAM, the Energy Secretariat[24] and private sector entities, UNDP will support Panama's efforts in adaptation to and mitigation of the effects of climate change,[25] to boost energy efficiency, the universal coverage of energy services (including off-the-grid systems) and processes for reducing emissions from deforestation and forest degradation in developing countries (REDD+). In addition, UNDP will promote disaster risk management in coordination with the Inter-Agency Secretariat of the International Strategy for Disaster Reduction, and will support the Ministry of Economy and Finance (*Ministerio de Economía y Finanzas* (MEF)), the National Civil Protection System (*Sistema Nacional de Protección Civil* (SINAPROC)) and AMUPA in a new initiative to incorporate risk management and climate change adaptation into municipal planning and strategies.

27. UNDP will assist in the implementation of local economic development strategies that create green jobs and foster entrepreneurship linked to environmental services (ecotourism, sustainable forest management) and are especially geared towards women, unemployed youth and indigenous communities in rural areas. These strategies will incorporate innovative measures such as social enterprise models and viable financial instruments. Strategies to increase the inclusiveness and outreach of labour systems to vulnerable groups will be defined and supported, in collaboration with the Ministry of Labor and Workforce Development (*Ministerio de Trabajo y Desarrollo Laboral* (MITRADEL)).

III. Programme and risk management

28. This programme will be nationally executed under the coordination of MEF as the coordinator of foreign aid. UNDP direct execution could be carried out to enable response to force majeure if required. National implementation will be the default implementation modality, for which UNDP will provide administrative and management support as needed. Other implementation modalities might be pursued, including with United Nations agencies or non-governmental organizations (NGOs), and direct implementation by UNDP, to achieve objectives and in line with corporate procedures. A Programme Board will be created composed of MEF, MIDES, MINGOB and other key official partners, aiming among other things to leverage synergies within the portfolio. The programme will be operated on principles of results-based management to ensure its effectiveness. Fast-track procedures for rapid response could be requested when needed.

29. An issues-based multidimensional approach will be adopted, with complementary products under each thematic area complementing each other, and synergies sought in interventions that can impact multiple areas (e.g., opportunities for citizen participatior). Operational synergies will be leveraged, by combining various modalities of work depending on the objectives (e.g., capacity development, network promotion, mediation, research, communication, etc.). Programme implementation will adopt a networked approach that both facilitates partnering with organizations, and fosters collaboration among actors/projects in the portfolio. To enhance synergies and cross-portfolio collaboration, UNDP will explore a revision of the current theme-based office structure and promote more interaction among programme actions.

[24] Within the Office of the Presidency

[25] Such as the influence of droughts in the river basins on which the Canal's operations are based.

30. A key programme risk is the potential difficulty in mobilizing resources for an upper-middle income country in a changing development cooperation scenario. In response, the strategy for resource mobilization will be redesigned, including through partnerships with non-state sources.[26] Moreover, the maintenance of the existing governance pact between the Government and the main opposition party will be key for some of the expected strategic reforms. A second programme risk is related to natural disaster or other crises. The office will continuously monitor media, social networks and early warning mechanisms, to allow the identification beforehand of any situations which gravely affect human and/or financial resources of the programme. Mitigation mechanisms will build on existing crisis management mechanisms and corporate capacity to mobilize resources upon contingencies. Operational risks will be reduced by defining procedures for cash transfers based on assessment of financial management capacities of implementing partners (the harmonized approach to cash transfers); and by heeding lessons from the previous cycle and designing a more focused country programme.

31. This country programme document outlines the UNDP contributions to national results and serves as the primary unit of accountability to the Executive Board for results alignment and resources assigned to the programme at country level. Accountabilities of managers at the country, regional and headquarters level with respect to country programmes is prescribed in the organization's programme and operations policies and procedures and the internal controls framework.

IV. Monitoring and evaluation

32. There are manifest weaknesses in the production of development-related data and information in Panama. UNDP will work with government agencies to improve mechanisms/tools for the generation and access to data/information, especially the National Institute for Statistics and Census (*Instituto Nacional de Estadística y Censo* (INEC), MEF and academia (e.g., University of Panama). UNDP projects will mainstream data generation into their routine tasks. Moreover, there will be projects specifically dedicated to improving development evidence, including the MIDES project to improve monitoring/analysis capabilities for effective implementation of public policies, and the partnership with MEF and MIDES to measure multidimensional poverty. The elaboration of the NHDRs will also contribute to strengthening the generation and availability of national development statistics.

33. The programme will disaggregate indicator data to the extent possible, according to the most relevant criteria (gender, ethnicity, age, territory, etc.) for each intervention, based on the map of risks and resources (MRR) and contributing in particular to the UNDAF indicators included therein. A UNCT inter-agency working group will be established to collectively monitor UNDAF indicators. In order to improve evidence-based competencies in the office, internal capacities for data collection and analysis will be strengthened via training and introduction of new analysis tools, in collaboration with academic institutions. UNDP will invest in a full-time monitoring and evaluation officer to boost performance on this strategic programme element. Moreover, collaboration with the Regional Centre shall be extended to increase access to South-South cooperation.

34. UNDP will use international sources of information, including its own (e.g., the Human Development Report Office, Teamworks), the World Bank[27], the United Nations

[26] This could include exploring support from private sector bodies, through associations (like a Chamber of Commerce or professional association, e.g., in the medical and legal sectors, etc.) or in direct partnership with one or more firms (e.g., members of the United Nations Global Compact). There could also be co-financing with international development entities, e.g., other United Nations agencies or private funders (e.g., Gates Foundation).

[27] http://data.worldbank.org/

statistical system (including future reports on the sustainable development goals) and sectoral resources such as the Global Environment Outlook It will also draw on regional sources like ECLAC.[28]

35. Projects will provide most evaluation-related costs as outlined in the evaluation plan. Data collection and other tasks on thematic and outcome evaluations will also use office funds. The Sustainable Human Development unit will conduct several investigations, reflected mostly under area 1 in the MRR. These investigations as well as the products of monitoring and evaluation activities will be used as advocacy tools (e.g., the new NHDR), whether for policy incidence, institutional processes or specific government initiatives.

36. The country office will conduct a strategic evaluation on partnerships during the next programme cycle to assess potential opportunities to diversify the funding base.

37. Finally, innovation in tools and monitoring processes will provide a greater and better quality pool of data/information, and will expand the possibilities of involving project beneficiaries in its implementation, by such means as participatory statistics (using mobile phones), low-cost sensors in infrastructure (buildings, roads) and visual data representation (maps, interactive sites).[29] These methods will help to develop the capabilities of partners for use in their own initiatives.

[28] http://estadisticas.cepal.org/cepalstat/WEB_CEPALSTAT/

[29] 'Innovations in Monitoring & Evaluating Results' (UNDP Discussion Paper, 5 November 2013).

Annex. Results and resources framework for Panama (2016-2020)

NATIONAL PRIORITY [30]:

- Reduce social, cultural and territorial asymmetries in order to move towards a more just and inclusive society; globally increasing the capacities and opportunities of the Panamanian population, regardless of origin, cultural identity or socioeconomic status.
- Improve the living conditions of the population and promote inclusion through actions aimed at raising levels of coverage, quality and accessibility of basic social services.

UNDAF (OR EQUIVALENT) OUTCOME INVOLVING UNDP 1.1: By 2020, the State implements comprehensive public policies and provide quality social services with a focus on equity, gender equality and attention to priority populations, according to international standards of human rights.

Outcome 3 OF THE 2014-2017 STRATEGIC PLAN: Country institutions strengthened to gradually provide universal access to basic services.

OUTCOME INDICATORS (I), BASELINE AND TARGETS	DATA SOURCE (S) AND FREQUENCY OF DATA COLLECTION (f), RESPONSIBILITIES (R)	INDICATIVE COUNTRY PROGRAMME OUTPUTS [31]	MAJOR PARTNERS/ PARTNERSHIPS FRAMEWORKS	INDICATIVE RESOURCES BY OUTCOME ($)
I 1.1.1 Level of reduction of the gap in human development, disaggregated by rural and indigenous areas (gap represents % of distance from the national HDI average) Baseline: Rural HDI 15.2% Indigenous Community HDI 51.6% Target: Rural HDI 10% Indigenous Community HDI 46.5% I.1.2 Percentage of population with access to basic services of water, sanitation and electricity, disaggregated by urban, rural and indigenous communities Baseline: Urban 77.1% Rural 52.8% Indigenous Community 2.9% Target: Urban 85.1% Rural 60.8% Indigenous Community 6.9%	S:Household survey(INEC) f: Annual. R:UNDP/NHDR S:Statistics reports MINSA / UNAIDS f: Annual R: MINSA / UNAIDS S: Annual reports f: Annual R: MINGOB S: Social Cabinet Survey (UNDP/MIDES).	**Institutions strengthened for the coordinated implementation of policies that increase equality and inclusion** I: Percentage of progress in the Capacity Development Scorecard for monitoring of social policies Baseline: 0 Target: 15% I: % of at-risk population with access to HIV/AIDS and health Baseline: 40% Target: 60% **Indigenous Peoples Integrated Development Plan designed and under implementation** I: % of progress in implementation of the **Indigenous Peoples Integrated Development Plan** Baseline: 0% Target: 75% **Research and development initiatives to generate knowledge for incidence on public policies and to catalyse developmental innovations** I: # of knowledge products with data on SHD status and visualizing the conditions of vulnerable/priority groups that are used in the formulation of social policies.	MIDES Social Cabinet; MINSA (and coordinating mechanism for integrated response to HIV/AIDS and tuberculosis (Mecanismo Coordinador de Panamá); National Institute for Women (Instituto Nacional de la Mujer (INAMU); MEF; MITRADEL; Indigenous Congresses and General Councils; National Secretariat for Disabilities (Secretaría Nacional de Discapacidad SENADIS); INEC;	Regular 500,000.00 Other 53,502,322.00

[30] National priorities described in the matrices correspond to priorities identified in the PEG (UNDAF-Panama, 2016-2020; op.cit.)

[31] Report metrics, if not otherwise indicated, shall be disaggregated by beneficiary in terms of relevant criteria for each intervention, especially by gender, ethnicity and territory (urban, rural, indigenous)

I 1.1.14 Percentage of citizens evaluating positively the quality of basic services Baseline: 0 Target: 0 + 15%	f: Biannual R:UNDP/MIDES	Baseline: 0 Target: 4 I: # of municipalities with open (participatory) information platforms for Sustainable Local Development, to which data/information is introduced by both citizens and institutions Baseline: 0 Target: 3	SENACYT; AIG; AMUPA; UNICEF; UNFPA;	
NATIONAL PRIORITY: - To promote a greater participation of civil society organizations in the design, implementation and evaluation of public policies - Adjust the legal and institutional framework for public policies to ensure the implementation of a transparent decentralization process in the use of resources, oversight, accountability and citizen participation.				
UNDAF (OR EQUIVALENT) OUTCOME INVOLVING UNDP 2.1: By 2020, the Government will have progressed in the implementation of institutional reforms that strengthen a system of governance that is democratic, participatory, inclusive and coordinated on a local level.				
Outcome 2 of the 2014-2017 Strategic Plan: To meet the expectations of citizens regarding their participation, development, rights and accountability, with stronger democratic governance systems.				
I 2.1.1 # municipalities receiving at least one competency from the Government through the Decentralization Law. Baseline: 0 Target: 40. I 2.1.7 percentage of women elected officials in the executive and judicial branches: as leaders of parties and Electoral Tribunal. Baseline: 0% Target: 40% I 2.2.8 Number of Detainees who benefit from social rehabilitation programs and/or alternative measures to imprisonment. Baseline: 3,000 Target: 4,500	S: Project Reports. f: Annual R: MINGOB S: Project Reports f: Annual R: UNDP S: Prison System Reports. f: Annual R: MINGOB	**Institutional Public reforms supported** I: # of competencies delegated to municipalities attributed to the revised decentralization law. Baseline: 0 Target: 4 I: % of national budget allocated to local municipalities Baseline: 2% Target: 5% I: % of progress in the Capacity Development Scorecard for the planning and monitoring of public management Baseline: 0 Target: 15% I: # of prisons with social rehabilitation programs for detainees Baseline: 0 Target: 3 **Effective participation of citizens in public affairs of the country** I: Number of civil society organizations that have representation in platforms and networks for national dialogue Baseline: 22 Target: 30 **Transparent access to public information strengthened** I: Index of perception of corruption (Transparency International) Baseline (2014): 37 Target: 40 I: % of Additional public institutions that provide online access to information concerning their management and budget execution. Baseline: 0 Target: 25%	MINGOB; Ministry of Presidency; Prisons Department Director; MINSA; MEF; Chancellery; Electoral Tribunal; ANTAI; Ombudsman; SENADIS INAMU; Comptroller General of the Republic; Attorney General's Office; National Institute of Culture; AMUPA; Local governments; Political parties; Indigenous Congresses/Councils; University of Panama; Latin American School of Social Sciences (Facultad Latinoamericana de Ciencias Sociales, FLACSO); UNICEF; UNFPA;	Regular 350,000 Other 21,500,000

NATIONAL PRIORITY: - Promote effective measures that contribute to a balanced territorial development, environmental protection and sustainable development. - Design, approve and implement a National Climate Change Strategy and implement a national plan for risk assessment and disaster prevention - Improve the productivity of small farmers, guarantee food security and improve the earning capacity of the rural population.				
UNDAF (OR EQUIVALENT) OUTCOME INVOLVING UNDP 3.2: By 2020, the State has strengthened its capacities to design and implement policies, plans and programs that contribute to environmental sustainability, food and nutrition security, adaptation to climate change, disaster risk reduction and resilience build-up				
Outcome 1 OF 2014-2017 Strategic Plan: Growth and development are inclusive and sustainable, with the incorporation of productive capacities that create jobs and livelihoods for the poor and excluded.				
I 3.2.7: % of implementation of the National Strategy for Conservation and Biodiversity and the Climate Change Policy. Baseline: 0% Target: 50% I 3.2.9 : # of municipalities that implement local plans for risk management Baseline: 0 Target: 10 I 3.1.2 % of wind and solar energy from national energy matrix. Baseline (2015): 2% T (2020): 5% I 3.1.4 # of programs that generate green jobs Baseline: 1 Target: 3	S:UNFCCC Webpage f: Annual R: UNFCCC S: SINAPROC reports f: Annual R: SINAPROC S: Energy Secretariat f: Annual R: Energy Secretariat S: AMPYME f: Annual R: AMPYME	**Improved compliance of commitments to international environmental agreements** I: National Communication to the UNFCCC Baseline: National Communication is outdated (2010) Target: Third National Communication submitted to the UNFCCC (2018) I: Number of ozone depleting potential (ODP) tons of hydro-chloro-fluorocarbons phased out (consumption baseline is 24.77 ODP tons) Baseline: 5.55 Target: 8.66 I: Reduction of human health risks associated with lowering mercury levels (Minamata Protocol) Baseline: to be determined Target: to be determined **Municipalities integrate Disaster Risk Management and Climate Change in their management plans.** I: # of municipalities that incorporate disaster risk management and climate change in their management plans and budgets. Baseline: 0 Target: 10 I: Percentage increase in national budget allocation to account code designed for disaster risk management and CC (Account 912 in the general budget allocation law). Baseline: 0% Target: 15% **Inclusive and innovative energy efficiency measures, access to energy in rural communities and diversification of the energy matrix, designed and implemented** I: # of additional rural households with improved access to electricity in isolated systems. Baseline: 0 [32] Target: 5,000	MEF; MAM; Panama Aquatic Resources Authority; MIDA; IDIAP; MINSA SINAPROC; FAO; UNEP; AMUPA; INAMU MITRADEL; Business Associations; Trade Unions; Authority for Micro, Small and Medium Enterprises (Autoridad de la Micro, Pequeña y Mediana Empresa (AMPYME);	Regular 200,000 Other 7,312,000

[32] Census 2010, INEC. 130,000 rural households lack access to off-the-grid electricity.

		Priority rural productive units improve their productive capacities, diversify their activities and generate livelihoods, by incorporating into local economic development strategies. I:# of rural micro-enterprises established with environmentally sound practices Baseline: 0 Target: 50 I: % of producers prioritized areas applied sustainable agriculture practices Baseline: to be determined Target: to be determined		

NATIONAL PRIORITY: Increased capacity installed to manage public security, with a rights-based approach based on the prevention of violence and crime.				
UNDAF (OR EQUIVALENT) OUTCOME INVOLVING UNDP 2.2: By 2020, the State will have a more effective system for the prevention and comprehensive care of all kinds of violence, including gender, for the administration of justice and the implementation of public security strategies, respectful of Human Rights and cultural diversity.				
EFFECT 3 OF 2014-2017 SP: Country institutions strengthened to progressively provide universal access to basic legal services (justice, security and the rule of law) to protect lives, jobs, livelihoods and property.				
I 2.2.3 # of prosecution cases that result in prison sentences in cases of femicide and violence against women. Baseline: 0 Target: 100% I 2.2.4 Number of Measures implemented in Public Security Country Strategy to prevent violence. Baseline: 0 Target: 6 I 2.2.6 Average # of days that mediation processes and/or justice takes until a sentence is issued Baseline: 81 Target: 48	S. Annual Report f: Annual R:Judiciary Statistics S. Annual Report f: Annual R:SIEC S. Observatory Report Surveys f: Annual R: CCIAP	**Judicial institutions strengthened to ensure access to justice and to reduce legal delays** I: Average # of days that cases tried in the courts take until a sentence is reached Baseline: 80 Target: 64 **Information and monitoring systems of (public and private) violence incorporating criteria of equality and of quality of institutional response strengthened** I: # of timely and reliable reports available Baseline: 4 Target: 6 **Level of institutional response to citizen security and conflict mediation improved** I: percentage of citizens that report insecurity perception Baseline: 80% M: 60% I: # of municipalities with local public security plans Baseline: 6 Target: 10	Ministry of the President (Secretariat of Prevention); MINSEG; MINGOB; Judiciary Branch; Justice Department; Ombudsman; National Integrated System for Criminal Statistics (Sistema Nacional Integrado de Estadística Criminal (SIEC); Observatory of Public Security(Cámara de Comercio, Industrias y Agricultura de Panamá (CCIAP); INAMU; Institute of Criminology (University of Panama); FLACSO;	Other 6.000.000

I 2.2.7 # of people with access to the new criminal justice system Baseline: 526,179 Target: 3,700,000 I 2.2.11 # of citizens satisfied with prevention, justice and public security systems. Baseline: 0% Target: 10%	S. Observatory Report Surveys f: Annual R: CCIAP S. Reports on VAW f: Annual R:IN AMU – SIEC	I: Percentage of public budget allocated to the policy of preventing violence disaggregated by type. LB: 10% Target: 30%	Local governments; Gender-related NGOs	